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ACTIVE CITIZENSHIP

A STUDY OUTLINE

PREPARED BY
CHARLES DAVIDSON, Ph. D.

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NEW YORK
THE H. W. WILSON COMPANY
LONDON: GRAFTON & CO.
1921

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STUDY OUTLINE SERIES

ACTIVE CITIZENSHIP

A STUDY OUTLINE

PREPARED BY
CHARLES DAVIDSON, Ph. D.

THE COMMONWEALTH REQUIRES THE EDUCATION
OF THE PEOPLE AS THE SAFEGUARD OF ORDER
AND LIBERTY

Inscription on cornice, Boston Public Library.

NEW YORK
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1921

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INTRODUCTION

THE USE OF THE STUDY OUTLINE

This Outline is designed as an aid to the study of one's own community. The essential condition of success in the use of it is efficient investigation of facts and conditions as they are in the community in which the members of the club dwell, and in other places similar in type. In many sections of the Outline the investigation should be divided into parts and assigned in advance to committees, which are thus given time to proceed carefully in the work of getting facts. Hearsay reports should not be admitted; first hand knowledge only is reliable, and the reports of each committee should be discussed openly in the club and adopted, revised, or returned for further investigation. If adopted, a copy of the report should be placed on file in the club and, when advisable, the printing of such reports in the local paper would extend their usefulness. Or, a collection of these reports in pamphlet form, at the end of the year, may be printed for distribution. The work of one club in a Western city, thus printed, proved valuable and useful.

CONCLUSION OF THE OUTLINE IN ONE YEAR

The conclusion of all parts of this Outline in one year is not of the least importance. In some section the individual club may come upon the work most important in its own community. When this happens, it is well to give more time here and continue the study and investigation as long as interest and practical usefulness demand.

THE LEADER OF DISCUSSION

In the use of this Outline, the choice of a leader of discussion is important. She should be a woman of administrative ability, able to select committees wisely who will handle particular subjects with tact and skill and

arrive at definite results. She should be endowed with practical good sense and also quick to discern special ability and utilize opportunities. Moreover, she should be able wisely to guide discussions along sane and practical lines; she should know how, without offense, to repress the faddist or the speaker with a personal grievance. Great judgment is also needed on the part of the president and the leader of discussion, who should act conjointly, in the matter of invitations to men to appear before the club for the discussion of special topics. Long-winded, tiresome talkers should be avoided and persons sought who will coöperate cordially with the desire of the club for reliable information and frank, live discussions of real issues affecting the welfare of the community.

In presenting a new edition of *ACTIVE CITIZENSHIP* a number of sections are added dealing with state and national questions affecting the citizen. Also, a small classified bibliography is given in the hope that each club will in some way secure a number of reliable and helpful books. In several states these may be obtained from the "Travelling Libraries." In towns, or cities, in the local library, often, the books required will be placed on a reserved shelf for the use of the club, and librarians are especially willing to coöperate by sending for books wanted when they are not already in the library. A division of "Books Required to be Owned" is given, also, for the reason that a really intelligent consideration of the topics presented in this guide requires frequent consultation of a few reliable books of reference. These have been chosen with great care. It is often impossible for a busy man or woman to spend the necessary time to go to the library, but the book owned is always at hand, ready, and the small cost is repaid many times over in the saving of time and the possession of dependable facts.

If the college student is unable to do effective work without a few carefully selected books of his own, much more is this true of the home student of public affairs, today complex and difficult to understand beyond precedent.

1921.

H. A. D.

REFERENCE LIST

Before work with these outlines begins, the secretary of each club should secure at least one copy of each of the following books and documents. Most of the documents will be sent free on request; some of the local documents may involve the expense of typing, but these are brief. The trouble of correspondence is the principal difficulty to be overcome, but possession of the exact facts applicable to the situation is essential, and first hand, reliable information obtained from these data will make the discussion worth while.

BOOKS THAT SHOULD BE OWNED BY EACH ONE

Garner, James W. Government in the United States, National, State and Local. The American Book Co.
Or, Young, James I. The New American Government and Its Work. The Macmillan Co.

NOTE.—This recent book emphasizes the relation of the citizen to the Nation and the State, and gives facts or details not easily found elsewhere.

Dunn, A. W. California State Series. The Community and the Citizen.

DESIRABLE AIDS FOR REFERENCE

Since the publication of the first edition of ACTIVE CITIZENSHIP, many reports, series of pamphlets, and government bulletins have become available, almost without expense. These should be collected and placed in some convenient central place where they may be consulted by all. If a reserved shelf in the library is available that will be the proper place for the collection. Arrangement according to subject in an envelope catalogue will greatly facilitate the use of this material. In case several topics not indicated on the cover are treated in one bulletin, if there are "contents" the secretary of the

club may underline special topics to be taken up. When there is no table of contents, a slip attached to the cover may be used to name special topics with references for finding them quickly. These simple methods, familiar to all trained librarians, are useful time-savers and aids for the study club.

The following books and pamphlets are not absolutely necessary for good work with this outline but they will answer exactly many questions that will arise in the discussions. Supplementary material on any subject can always be found by the aid of the "Readers' Guide to Periodical Literature." Such material can also be secured at reasonable rates from the Wilson Package Library, The H. W. Wilson Co., 958-64 University Ave., New York.

The Civil Code of the laws of your state. Any lawyer can tell you how to obtain this; it should be in any public library.

The school law of your state. The office of the State Superintendent of Schools should supply this without charge.

The Constitution of the United States and that of your state. In many state editions of high school textbooks in United States history or civics these documents are printed in an appendix.

The charter under which your city is incorporated. (If you dwell in an incorporated community.) If your state provides for incorporation under general statute instead of by special charter, the necessary information will be given in the Civil Code.

City Government. Latest annual reports of the separate departments; (if you dwell in an incorporated community.) These are usually published in pamphlets or in a single volume and may be obtained on request.

Education, State Board of, or State Superintendent, Latest report. This can be obtained from the office of the State Board of Education.

Education, County Superintendent of, Latest report.

Education, Board of, or School Trustees. Latest local report.

Schools, Superintendent of. Latest local report. This is often printed with the report of the Board of Education.

Pamphlets of the Public Service Bureaus of your home city, if such are issued.

The Teaching of Community Civics; pamphlets. National Bureau of Education, No. 23, 1915.

LISTS OF FREE BULLETINS FROM WHICH TO SELECT MAY
BE OBTAINED FROM,—

- (a) The Bureau of Education, Washington, D.C.
- (b) Agricultural Department, Washington, D.C.
(Home and Farm Bureaus)
- (c) Child Health Organization of America,
156 Fifth Avenue, New York.
- (d) The Survey conducts *Social Studies* each week. At the close of each lesson, references to helpful books are given. A list will be sent, on request, of reprints of these studies.
- (e) Many National organizations for Social Welfare will send reports and valuable publications to clubs asking for them.

NOTE.—In small villages with some measure of local government the division into administrative departments varies greatly, but in every case some report of the activities of each department is or should be made a matter of record in exact and intelligible form.

Typewritten copies of these reports can be obtained at small cost as such reports are brief. If such reports are not on record or lack in definiteness, the club can render no better service than by making clear to the community the fact that exact knowledge of the expenditure of money by certain departments is not obtainable.

If the community lacks even a village organization, as do many rural communities, the township or the town and the county units constitute the local administration; the secretary of the club should secure the last annual reports of these officials, obtaining typed copies from the records when printed reports are not issued. No civic activities can safely be undertaken unless the data of present activities are in hand and familiar.

REFERENCES FOR SPECIAL TOPICS

The best means of finding references to articles on special topics is the *Readers' Guide to Periodical Literature*.

ature, found in all libraries. Consult this guide under such headings as *Village Improvement, Schools*, subdivision *Medical Inspection, Municipal Taxation, Finance, City Planning, etc. etc.* A few such references are given below, as an indication of the resources open to every club having access to a library; but for the most part each club should seek its own references, selecting from the full list such periodicals as are found on file in the local library.

Collections of printed articles on special topics may be obtained from The Wilson Package Library, operated by The H. W. Wilson Company, 958-64 University Ave., New York.

LISTS OF BOOKS SUGGESTED FOR TRAVELLING LIBRARIES,
RESERVED SHELF IN LOCAL LIBRARY, AND FOR
GENERAL READING; CAREFULLY SELECTED

I. COMMUNITY CIVICS, RECREATION, ETC.

The Community and the Citizen. A. W. Dunn. California State Series.

Community Organization. Jos. K. Hart. The Macmillan Company.

Community Civics. R. O. Hughes. Allyn and Bacon.

Social Problems. Towne. The Macmillan Company.

Training for Citizenship, Home and School. J. W. Smith. Longmans.

Dependents, Defectives and Delinquents. C. R. Henderson. D. C. Heath & Co.

Plays and Pageants of Citizenship. F. Ursula Payne. Harpers.

Rural and Small Community Recreation. Issued by *Community Service*, 50c, 1 Madison Ave., New York City.

The School Lunch, Its Organization and Management. Emma Smedley. Address Emma Smedley, Publisher, 6 E. Front St., Media, Pa.

The Better Country. Dana W. Bartlett. C. M. Clarke Co., Boston.



The Better City. Dana W. Bartlett. Reumer Co. Press,
Los Angeles, Cal.
For Circulars of Folk-Dances, Games, etc., *write to* The
Recreation Training School, 800 S. Halsted St.,
Chicago.

II. AMERICAN GOVERNMENT, STATE AND NATION

American Government. R. L. Ashley. The Macmillan
Company.
The New Civics. R. L. Ashley. The Macmillan Com-
pany.
The New American Government, by James L. Young.
The Macmillan Company.
The American Government, by F. J. Haskin.
An American History of Politics, by D. S. Muzzey.
Ginn & Company.
The Citizen and the Republic. J. A. Woodburn and
T. F. Moran. Longmans.
Government and Finance. Carl C. Plehn. A. C. McClurg
& Company.
A Brief Course in the History of Education. Paul Mon-
roe, Ph.D. The Macmillan Company.

III. IMMIGRATION

Immigration Literature free on request: *Address* Na-
tional Immigration League, Box 116, Sta. F, New
York City.
The Immigrant Tide. E. A. Steiner. Revell.
On the Trail of the Immigrant. E. A. Steiner.
The Immigrant and the Community. Grace Abbot. Cen-
tury Co. (An important and reliable study of the im-
migrant's point of view made from letters sent to
his old home.)
America via the Neighborhood. John Daniels. Harpers.
The Schooling of the Immigrant. F. V. Thompson.
Harpers.
Old World Traits Transplanted, by R. E. Park and H.
Miller.
American Democracy, Asiatic Citizenship. Sidney L.
Gulick. Scribners.

Americanization Studies. By the Carnegie Corporation.
Edited by A. T. Burns.

NOTE.—Each of this series is, or will be, by an expert and will furnish the most authoritative information yet available on Immigrant problems. The series will be found in all good libraries.

Naturalizing Americans. A. E. Steiner. Revell.

LIVES OF ALIENS WHO HAVE BECOME AMERICANS

These are true stories and very interesting.

From Alien to Citizen. E. A. Steiner. Revell & Co.

An American in the Making. Jacob A. Riis. The Macmillan Co.

The Promised Land, by Mary Antin. Houghton, Mifflin & Co.

An American in the Making. M. E. Ravage. Harpers.

Through the School. Al Priddy. The Pilgrim Press.

A Far Journey, An Autobiography. A. M. Rihbany. Houghton, Mifflin & Co.

IV. MISCELLANEOUS

City Planning. Charles Zueblin.

City, State and Nation, Problems of City Administration.

A. Neda. The Macmillan Co.

Coöperation the Hope of the Consumer. E. P. Harris. The Macmillan Co.

Inheritance Taxes for Investors. \$1.00. Boston News Bureau, Boston.

The Cry of the Children, A Study of Child Labor. Mrs. John Van Vorst. Moffat, Yard & Co.

Minimum Health and Sanitation Standards. Pamphlet No. 1. 12c. Teachers' Union, 70 Fifth Ave., New York City, N. Y.

The International High School. To be opened Sept. 15. Copenhagen, Denmark, account in *Survey*, May 28, 1921, p. 275. This is an important attempt to find a means of arriving at a means of mutual understanding by persons of different nationalities.

A Danish Agricultural School. *Survey*, June 25, 1921. Called an ideal school.

STUDY OUTLINE

ON

ACTIVE CITIZENSHIP

A GENERAL VIEW

Every citizen owes to the nation, state, and community an active interest in the affairs of each, and should make his interest potent through speech and pen when occasion requires. The voting citizen, however, has in his vote the most effective means for the accomplishment of reforms and the promotion of opinion. We, therefore, consider first the voter and his opportunities for civic activities in matters concerning the nation and the state.

I

WHO CAN VOTE

STATEMENT: The privilege of the ballot is granted to (a) certain classes of the native born; (b) naturalized citizens; (c) children of aliens born under the flag.

Consult—Constitution of United States; Constitution of your state; books cited in the reference list, especially *The New American Government*.

Topics for discussion:

1. What is the status of the children of citizens born abroad or on the high seas?
2. Who can become naturalized, and by what procedure?

3. Do the terms of the law exclude: (a) the Magyars of Hungary (these are Oriental in origin); (b) the Tartars of Russia (race kin of Mongols); (c) the Turks; (d) the Aryans of India and Hindoos of Indo-European origin; (e) the Japanese?
4. Are the children of Chinese, Japanese, Koreans, etc., born in Hawaii or California, citizens of the United States?
5. Is the ballot theirs under the same conditions that obtain for the native born?
6. What is the status of an American woman who marries an alien? Of their children?
7. What is the status of a foreign woman who marries an American citizen?
8. What inconsistencies and dangers do you detect in the present status of our naturalization laws?
9. What laws concerning aliens has your state enacted? (See the Civil Code.)
10. What modifications or changes in laws regulating citizenship and suffrage, are now under discussion?
11. Should aliens be allowed unlimited residence?
12. What tests for the admission of aliens to citizenship do you wish to see enacted?
13. Is an alien admitted to American citizenship automatically released from citizenship in his own country?

II

WHAT VOICE HAS THE VOTER IN THE FEDERAL AND STATE GOVERNMENT?

STATEMENT: The United States accepts as qualified voters for federal officials those that each state designates as voters for certain state officers; it follows, therefore, that many may vote for federal officials in one state who are denied the ballot in some other state.

Topics for discussion:

1. Under what conditions are aliens permitted to vote in some states before naturalization? How does this matter stand in your state?
2. What classes of citizens are forbidden the ballot in your state? (See Civil Code.)
3. What federal officials are elected? (See United States Constitution.)
4. What officials formerly elected indirectly, i.e., by legislatures or by special electors, are now elected directly, in fact, if not in form? How is this accomplished? Consider historically the methods employed for the election of president and senators.
5. Describe and compare the selection of candidates for office by, (a) party conventions, (b) petition, (c) primary election. (d) If by direct primary in your state, discuss the relation of the primary to party organization.
6. In which method is the voice of the voter more effective? Why?
7. What is meant by "the short ballot"? What are the reasons for urging the adoption of the "short ballot"? (a) How many names of candidates appeared on the last state ballot voted by you? (b) For how many of these names had you information that enabled you to vote for the best man? State whether this information was personal acquaintance, from the partizan press, or from the man's record in public service, and why you consider it reliable. (c) In case of candidates of whose qualification you have no reliable information, what do you do? Do you vote, or do you cross the name off your ballot? Which is the proper course for a good citizen?
8. In which method is the voice of the voter the more effective? Why?
9. What control, direct or indirect, do the voters retain over the action of elected federal officials?

10. **What state officials are elected?** (See state constitution.)
11. **What control, direct or indirect, do the voters retain in your state over the action of elected state officials?**
12. Has your state adopted, (a) the referendum, (b) the initiative, (c) the recall?
13. Explain the terms referendum, initiative, recall. (See *Government in State and Nation*.)
14. Explain the procedure by which the above are invoked if your state has adopted them.

III

WHAT VOICE HAS THE VOTER IN COUNTY, TOWN OR TOWNSHIP, AND CITY GOVERNMENT IN YOUR STATE?

STATEMENT: In New England, government began with the town as the local unit; in the South, where population was very much scattered, the county was the local unit. The West was peopled by immigrants from both sections and combined the county and town forms of government, assigning to each unit powers varying in range for each state. A knowledge of the distribution of powers among the officials of the county, town or township, and city or organized villages of your state is desirable if you would do effective service in your community.

A well-known lecturer and critic of American institutions has recently said that county officials are the most carelessly chosen, the most neglected, often the most corrupt of any closely connected with the welfare of the individual citizen. Make a study of offices, commissions, and officials of your own county; arrange expeditions for the club to visit the poor house, jails, water supply, garbage plants, dairy farms,—whatever in your state is under the control of county boards and commissions. Inquire what the county budget is, and who spends it, what salaries are paid, what fees are collected, to what funds fees go, and who spends the money.

Topics for discussion:

1. What county officials in your county are elected?
2. What county officials are appointed? By what authority is each appointed? How may such officials be removed?
3. What powers and duties are assigned to each official? (Consult the state constitution and the civil code.)
4. What authority, if any, reviews their acts and audits their financial reports? Bring specimens of such reports as are published in the newspapers if not otherwise printed. Any local official should be able to give information on this point.
5. What town or township officials have you, as distinct from those of an incorporated city or village?
6. In some cases, the city has absorbed the civil township; is such the case in your community?
7. If there are township officials, how are they elected? What are the duties of each? Who reviews their acts and audits their reports?
8. What recourse has a citizen of a county or township if an official abuses or transcends his powers? For example, should, in your opinion, quarantine your home unnecessarily.
9. What recourse has the voter if he has proof that a county or township official is corrupt or neglects his duty? Through lack of responsibility, local officers are often slack in the discharge of their duties, and often they are tempted to select friends and relatives for remunerative tasks that would be more effectively performed by others.

*Topics suggested for investigation
under County Administration:*

NOTE.—In "Community and Government," a leaflet published by the University of North Carolina, it is estimated that there are thirty standard officials in each county. Most of these have duties that may at any time affect the welfare of any citizen;—

such as, the register of deeds and mortgages, the coroner, sheriff, surveyor, etc. In this state the Clerk of the Superior Court has charge of seventy-two items for which fees must be charged.

1. Obtain a list of the officials of your own county and indicate the character of the duties of each.
2. Which of these officials are elected?
3. Have these officials jurisdiction within incorporated towns and cities? If so, of what matters?

Additional topics for those dwelling within an incorporated city or village:

1. Is your city incorporated under a special charter, or under the provisions of a general law? If the former, does the club possess a copy of the charter? If the latter, consult the Civil Code for the classification of your city or village, the procedure by which it acquired status and the power conferred.
2. What elected officials has your city? The term of office for each?
3. What appointed officials has your city? Who appoints them? What is the term of office for each?
4. How large is the city council? How is it elected and how long the term of office?
5. If your city has a commission form of government or a business manager, explain the nature and powers of the commission and the powers and duties of the business manager.
6. What responsibility rests with the mayor, or the business manager, or the commission? Discuss the relative merits of these three forms of government for your own community.
7. What city boards or commissioners in charge of health, parks, police, charities, etc., have you? How is each appointed and what are its powers?
8. What powers have the boards or heads of

departments in the selection and discipline of subordinates?

9. Are experts usually chosen for subordinates, or are appointments usually determined by politics?
10. What positions are under civil service?
11. Would you increase or restrict the number of positions under civil service? What arguments can be given for and against the universal application of civil service for municipal employees?
12. What do you consider the greatest defects, and omissions in the government of your own city, or town?
13. Is the county, the township, or the city the most effective administrative agency, where you live, for the comfort, safety and welfare of the private citizen?

SUGGESTION: A special session might be devoted to the discussion of topic eleven. There are too many arguments pro and con to admit of a broad general ruling. The value of civil service in the exclusion of political considerations is great, but the fact remains that experts and men of exceptional ability can rarely be secured by this method of selection. The question for discussion should be framed with direct reference to special positions, e.g., Should the inspector for the gas and electric service be selected through civil service? Should the bookkeepers of the assessor's office be so selected? etc. If not, how may the selection of properly qualified experts be brought about?

IV

WHAT CONTROL DO THE FEDERAL AND STATE GOVERNMENTS EXERCISE IN THE EDUCATION OF OUR CHILDREN?

STATEMENT: When the federal government was formed, education was considered a function of the church and, therefore, left to state and local initiative.

During the early period in New England, the home was held responsible for primary instruction, the state fostering the higher education that men might be trained for the learned professions. In New York, parochial schools gave primary instruction as in the Dutch Reformed and Episcopal churches in Europe, while in the South private tutors were employed as in the county families of England.

Slowly in New England, the town provided increasingly for primary instruction, first, as a charity, later, by vote of the town meeting. As many towns were sparsely settled, these schools were, in some cases, held for a few months in each of several locations within the town—were, in fact, moving schools. After a time, each location became a sub-district, and was incorporated and finally became an independent corporate entity with full power over its school affairs. Little by little, through local parsimony, petty graft and the ignorance of local officials, the quality of instruction deteriorated until widespread ignorance threatened the stability of the state. During many years of bitter legislative contests, the state gradually annulled the privileges of the sub-districts, finally restoring to the town full control over its schools.

Meanwhile, citizens, moving westward, carried with them the idea of the sub-district unit in education and established this small unit for school administration in all the Western states. In most of these states, the people have strenuously resisted all attempts to destroy the sub-district, but have attempted, by legislation of various kinds, to remove the evils of the system by limiting the powers of the local officials.

In 1867, the federal government created the Department of Education and two years later made this department a bureau in the Department of the Interior. The Commissioner of Education was directed to collect and disseminate information concerning education, but was given no power to direct or control educational activities. So little has the federal government thought of the Bureau of Education as the suitable agency for educational endeavor that it has commissioned various other

departments to undertake enterprises of a scientific or educational nature—the Department of Agriculture, the Bureau of Standards, the Department of the Navy, etc.

With the passage of the Morrill Act in 1861 the national government began to foster agricultural and industrial education by grants of money to the different states for such education in schools of higher grade. Such grants of money have led gradually to more or less effective supervision of the institutions in question. The federal government is now, it would seem, about to enter upon a much more extended plan of support for vocational schools in the congressional districts of the different states. In this case most careful provision will be needful to prevent the misuse of the money provided. In other words, we are probably about to introduce some degree of federal supervision over a certain class of secondary schools within the state system of schools. This will be a notable departure from our past system of control and support of education.

SUGGESTION: Invite the superintendent of your school and the principal of the high school to attend the session devoted to the discussion of these topics.

Topics for discussion:

1. What are the present powers and duties of the Federal Bureau of Education? (Consult the annual reports of the Commissioner of Education.)
2. In what direction do you think these could be wisely extended without unnecessary infringement of state rights?
3. What educational activities has the Carnegie Foundation undertaken? (Any newspaper editor, college president, or official of the State Board of Education will direct you to the necessary information.)
4. What educational activities of the Carnegie Foundation seem to you advantageous for education? Which, if any, prejudicial? The National Teachers' Association condemned it by resolution in the 1914 meeting. Why? The

report of this meeting should be in the city or county superintendent's office; otherwise, request a copy of this resolution from the office of the State Board of Education.

5. Which activities of the Carnegie Foundation or of other private foundations and associations assuming interstate educational activities—such as the Rockefeller Foundation, the College Entrance Examination Board—would you place under the care of the Federal Bureau of Education? (Delegate members of the club to interview the local superintendent of schools concerning these foundations and associations and their influence upon the secondary schools and the colleges known to him.)
6. What are the powers and duties of the State Superintendent of Education and the State Board of Education in your state? (Consult the School Law.)
7. In what ways does the state office directly control education in your local school; in the qualifications of the teachers; in the course of study, textbooks, etc.; in the standards of scholarship of the school?
NOTE.—Specify the definite state requirements for teaching in your state, in the rural schools? In the grades? In the high schools? What is the state requirement in courses of study? What freedom of choice of textbooks, etc., has the teacher, or the local school committee?
8. To what extent does the State University directly influence your local school in the above mentioned particulars? (Consult the School Law. Interview the principal of your high school. Always appoint one or more members of the club to interview and report.)
9. What is the attitude of the school toward this state supervision?
10. Would you increase or diminish the power of the state to direct and control the local school? In what particulars? Why?

V

THE CONDUCT OF EDUCATION

GENERAL QUESTION: What supervision, direction, or control by legal enactment, or by officials higher than the local school officials, enters into the conduct of education for your children?

STATEMENT: The management of the local school divides quite sharply into the conduct of (*a*) its financial, material, and physical interests, and (*b*) its pedagogical interests, although the second are dependent in a measure upon the first, since money and health are requisite for successful instruction. The pedagogical interests include (*a*) the qualifications of teachers, (*b*) the courses of study offered and the means of instruction—books, apparatus, etc., (*c*) the standards of scholarship required and many other matters intimately concerned with the mental and physical nature of the pupil. Many of these problems cannot be adequately dealt with except by those professionally trained; others, together with financial and health questions are wholly within the competence of the intelligent citizen or the physician.

Topics for discussion:

1. What county officials or board of education have you? (Consult the School Law.)
2. What are the powers and duties of these county officials for education? (Consult the School Law.)
3. What state or county inspectors or supervisors for counties or districts larger than the local school district have you?

NOTE.—In some states, as in New York, there are state inspectors and supervisors of parts of counties; in others, as in California, there are inspectors or visitors from the State University; in others, there are other officials for supervision.

4. What powers have these inspectors and supervisors in your state? Has this mode of supervision proved efficient? (Secure the opinion of local school officials on this point.)

5. Where does responsibility for the certification of teachers rest—with the state, the county, the local school board? (See the School Law.)
6. What financial reports does the state or county require from the local school officials? (See the School Law and ask a member of the school board.)
7. What health or sanitary requirements do the laws or the regulations of state or county officials establish? (See the School Law and ask a member of the school board, or a physician.)
8. Are these regulations effectively enforced in your own schools? Do they require amendment or change? Are the persons who inspect, etc., skilled and competent?
9. Have you a state law authorizing the establishment and conduct of industrial, trade or agricultural schools, or departments in schools? To what extent are such schools provided in your community? Which of these are most needed, or most effective for your young people?
10. What state provision or requirement have you for special classes for defectives, laggards, for out-of-door schools for the tuberculous? (See the School Law and ask school officials.) How are these classes provided for in your own community?
11. What state provisions are there for Continuation Schools, schools and educational lectures for adults, either aliens or apprentices and journeymen? (See School Law and ask school officials, also inquire about the management, efficiency and success of evening schools.)
12. What financial aid for the local school do you receive from the state? From the county? (See the annual report of the school board.)
13. What was last year's tax rate for county and state school tax? (Consult your last tax receipt.)
14. What powers or duties now exercised by the local

school board do you think might better be vested in county or state authorities? What functions would you transfer from county or state authorities to the local board? Why?

SUGGESTION: Invite some official of the school board, the superintendent of schools and the principal of the high school to be present when these topics are discussed and to take part.

LOCAL PROBLEMS

VI

COMMUNITY FINANCES

STATEMENT: The active citizen who desires to serve the community rather than to hold office, in most cases finds the field of his most useful activity in the home community. When one considers what should be done next to make the community a more prosperous, healthful, enjoyable, and uplifting place of residence for his family and himself, the question of financing any progressive measure meets him at every turn. Every movement requires money, or voluntary labor, or both. The field for voluntary clubs and associations is limited, coöperative action is very costly in effort and is likely to be irregular and spasmodic; hence, we have come to think that most civic movements that require sustained support are best promoted by the town or the community. If, then, we would convince the community that the action we advocate should be undertaken, we must be prepared to show that the finances of the community will justify such action or that we can supply the necessary funds by popular subscription or otherwise; we must, therefore, be conversant with the financial status of the community.

SOURCES OF INCOME BY TAXATION, ETC.

Define, with illustration, each one, and inquire which are used in your own community:

- | | |
|---------------------|---|
| (a) Direct taxes. | (h) Appropriations received from state or national revenues. |
| (b) Indirect taxes. | |
| (c) Excise. | |
| (d) Franchise. | (i) Permanent revenues, if any, from ownership of utilities, sale of land, timber, rentals, |
| (e) Fees. | |
| (f) Licenses. | |
| (g) Fines. | |

Topics for discussion:

1. Who assesses the property of the town and under what rules does he act?
2. How does the assessor determine the assessment value of (a) the real estate, (b) the personal property, and what relation is this assessment value supposed to have to actual value?
3. How many of the following are included under the personal property assessed: (a) household furniture, (b) library, (c) musical instruments, (d) automobiles, (e) farm stock, (f) certificates of value such as stocks, bonds, promissory notes, mortgage notes, cash in the bank, etc.? (Consult the Civil Code and the assessor's instructions; you may discover astonishing inconsistencies in practice.)
4. To what extent is double taxation practiced in your community and state; i.e., taxation of the plant, the real property, and also taxation of the stocks and bonds that represent the real property?
5. Are stocks and bonds taxed when the property represented by them is situated in, and taxed by, another state?
6. Give reasons for and against the double taxation that the laws so often try to exact.

NOTE.—In most states, the laws require this double taxation, but the assessor's books in wealthy cities seem to show that few citizens except minors whose property is in probate possess any such certificates of value.

7. Give reasons for and against a requirement that the citizen shall swear that he has revealed his ownership of all certificates of value subject to such double taxation.
8. What other methods of assessment have you heard of as more equitable than that of your state?

NOTE.—The single tax on land—improvements not taxed—the Edmonton method in Canada, and many other methods have been described in the magazines. See the Readers' Guide to Current Periodicals in any good library. A just method of assessment is the first requisite for sound finance in state or community. Also Reference in lists given.

SUGGESTION: Assessment. Delegate a member of the club to obtain from the local or county assessor a copy of instructions for assistant assessors.

VII

THE COMMUNITY INCOME

Invite some lawyer or town official to attend this meeting to explain any obscure points in the last annual statement of the town treasurer and in the reports of the heads of the various city departments.

Topics for discussion:

1. What was the last tax rate for your town? County? State? (Consult your last tax receipt.)
2. How does this tax rate compare with that in neighboring communities of similar population and property? (Select a half dozen such communities and ask some members of the club to write for this information.)
3. What was the amount of the tax levy last year and how was it expended? (See the treasurer's statement and ask the visiting lawyer or official to explain the relative importance of these different appropriations.)
4. What other source of income has the local government—fines, licenses, etc.? What was the amount collected last year?

5. Does your community require licenses for the privilege of trading, from local dealers? From dealers of other towns soliciting trade? From farmers and market gardeners vending from house to house? From pedlers, itinerant dealers, and others practicing their trade upon the streets?
6. Are these licenses required (a) for revenue? Or (b) for the more efficient regulation of trade that uncontrolled might become a nuisance? Or (c) for the protection of local merchants who object to competition?
7. Where protection is desired, what arguments for the justice of it can the merchant set forth?
8. Wherein does such protection work to the disadvantage of the citizen consumer?
9. Does the annual income of the community meet the current expenses, or is the community borrowing money for these expenses?
10. What is the bonded indebtedness of the community? (The treasurer's statement should give this, and the visiting official should be able to explain it.)
11. How much of this indebtedness was incurred for permanent betterments—streets, public buildings, etc.?
12. How much for income-producing utilities—street cars, water, gas, electric light, etc.?
13. Is there a sinking fund to meet this indebtedness as it falls due? In all cases, such indebtedness should be cancelled within the life of the improvement for which it was incurred, e.g., before the building erected will be superseded.
14. What is the legal borrowing limit for the community? (This is usually established by law. Any lawyer, banker, or official can inform you.)
15. Compare for each department the annual expenditures for the past five years. What increase has there been? To what was this increase due?

16. What margin is there for additional expenditure, (a) in the annual tax levy, (b) within the bonding limit?
17. What savings could be made wisely in present expenditures?

VIII

THE BUDGET SYSTEM

Topics for discussion:

1. What is "The Budget System"?
2. When adopted by a state, as recently by Illinois, what changes in organization result?
3. Why is a Budget System for national expenses urged by students of government?
4. What interests oppose the Budget System for national expenses? What practical difficulties in the way of its adoption?
5. What states have adopted a budget plan of expenses? Have any used this plan long enough to show results? Report if you know of such.
6. Do you know any cities in which expenses are arranged by budget?
7. Is a family budget common in your community? What are the advantages, the objections, for the family?

List the expenses that must go into a typical community budget; add to this list, or cross off, the items until your list represents the expenses that make up the budget of your own community.

NOTE.—In *Community Civics* p. 299-300 is given a city budget for 1915, which may serve as guide; or, see the last report of the trustees of your own town. For suggestions about a family budget see p. 453 of same book.

NOTE No. 2.—Reorganization on the basis of a budget system for all departments of the national government is in progress at the present time. If available, when this discussion is reached, study and discuss the changes made, the former abuses, and the value of the change.

IX

SAFEGUARDS FOR HEALTH

SUGGESTION: Invite a member of the board of health, or a physician, to attend this session.

Topics for discussion:

1. Who constitute your board of health? How appointed? How removed? What authority have the officers of the board of health? If you live in an unincorporated village, what supervision of health have you?
2. What is the water supply? Is it owned by the municipality, by a private company; by individuals, as wells, springs, etc.?
3. Is the source fully protected from contamination, (a) if a running stream, protected from sewage, factory refuse, or decaying vegetable or animal matter; (b) if a reservoir, from impure surface water, decaying vegetation, etc.; (c) if a well, from surface water, drainage from cattle yards, cesspools, toilets, etc.?
4. What is the official analysis of the water? Obtain from the office of the water company a copy of the official analysis. If a private well, get some student of chemistry to analyze it for you.

NOTE.—In some states the State Board of Health will analyze drinking waters free of charge, if sent.

5. What are its foreign ingredients and what is their effect upon those sensitive to them?
6. Will filtration, distillation, or other means, render the water more suitable for the delicate in health?
7. What are the sources of the milk supply?
8. What quality and care do the laws require?
9. What inspection is provided for the local milk supply? Is it efficient as regards the source of supply? As regards the care, en route?

10. How, for example, if your children had typhoid, would the source of infection be traced and what measures would be taken if the water or milk were the cause?
11. Who removes the rubbish, garbage, or filth; how often; on what terms?
12. How is sewage disposed of? If by sewer, is it discharged into streams, septic tanks, or upon sewage farms?
13. If by cesspools, how are these cleaned; how often; on what terms?
14. Are the streets kept clean? By what means; by sweeping, vacuum cleaners, or other means?

X

SAFEGUARDS FOR HEALTH (*Continued*)

SUGGESTION : Invite a member of the board of health, or a physician, to attend the session in which these topics are discussed and to take part.

Topics for discussion:

1. What are the powers of the board of health?
2. If there is no local board of health, how are the matters specified in this section cared for?
3. What contagious or infectious diseases must be reported to the board of health or other official board? What action is taken in such cases?
4. Is a fly campaign waged by the community by municipal fly traps? By prompt removal of all refuse in which flies breed? By other means?
5. Is the installation of plumbing officially inspected?
6. If at any time danger from the plumbing is suspected, how do you secure reliable inspection?
7. Have you an anti-spitting ordinance? Who is responsible for the enforcement of such an ordinance, if you have one?

8. Do the ordinances require that all cases of tuberculosis shall be reported? That houses shall be fumigated after a tuberculosis patient has been removed?
9. Who are responsible for the enforcement of ordinances concerning tuberculosis? Are they enforced?
10. Does the board of health examine free of charge water, milk, sputum of tuberculosis patients, throat cultures?
11. If an epidemic breaks out, what quarantine regulations are enforced?
12. If segregation is necessary, what accommodations are provided for the patient? (Opposition to segregation is often due to poor accommodations and poor care.)
13. What regulations, state or local, have you for food and meat inspection? How are they enforced?
14. Are fish, meat, etc., on sale in the stores in your community exposed to flies, dust, or handling?
15. If injury or loss is sustained by the purchaser of poor food, does the citizen in your community usually take means of preventing the continuance of the abuse? What recourse has he? What are the practical steps necessary? (These should be familiar to everyone, for it is a public duty resting on every citizen to protect the community as far as he is able.)
16. What drug and liquor regulations, state or local, have you? How efficiently are they enforced?
17. What laws or ordinances against accidents on the streets; in factories; in the practice of one's trade?
18. Under what circumstances may federal or state officials exercise authority in the local place to safeguard health?
19. What is your community doing to prevent the increase of tuberculosis?
20. What to care for incipient cases of tuberculosis?

21. What child-welfare agencies have you in your community?
22. What local means are taken to prevent accidents in the street at crossings? Are these adequate?
23. What is the death rate in your community from disease, from accident or other causes?
24. Is your community subject to epidemics? Are these preventable?

XI

SAFEGUARDS FOR PROPERTY

SUGGESTION: Invite an agent for fire insurance to attend this session.

Topics for discussion:

1. Is the water supply ample for fire protection? Are there a sufficient number of fire hydrants? Is the water pressure sufficient? Are the hydrants as large as is desirable?
2. What is the organization and equipment of your fire department? If you have no fire department, what means for fighting fire have you?
3. What inspection of electric lighting is provided?
4. What building ordinance for protection against fires have you?
5. Secure a fire insurance blank and read the conditions prescribed. Which, if any, of these conditions cannot be satisfied because of community conditions?

XII

IS YOUR TOWN BEAUTIFUL?

SUGGESTION: Plan a survey of the town to be carried out by members of the club. Divide the membership into groups, or assign single persons to each topic, as will best cover all. Give the full time of one meeting to re-

ports and discussion of reports. Provide a large plan, map, or drawing of your town for use in making reports and, when needed, for illustrating reports. Ask members to use cameras and show the pictures. Each person should make a careful personal survey and inspection of the town as far as her topic requires, report with accuracy, and give facts that may be verified.

Topics for discussion:

Additional topics may be added if needed, since towns vary.

1. The condition and care of vacant lots. (This usually includes weeds, rubbish, etc.)
2. The approaches to the town, by train, by street-cars, by public highways—what impression do they give strangers? Are they beautiful to the eye?
3. Public waiting places—station, and others? Are they comfortable? Are they clean? Are they sanitary? Are they beautiful?
4. Has your town public comfort stations? Are such well cared for and sanitary?
5. School yards, surroundings of public buildings—Are they attractive? How can they be improved?
6. Back yards and alleys—are the alleys clean, sanitary, neat, attractive? Are the backyards well kept and orderly? Are they beautiful? What use is made of them?
7. Streets—condition, care, parkings, uniformity, crossings, conditions in stormy weather?
8. Billboards and signs?
9. Alignment and effect of buildings considering the block as a unit, in residence sections, in business sections?
10. Are sidewalks uniform for the entire block, and for the entire street?
11. Is there any attempt to secure a pleasant and uniform effect in signs, store fronts, and other particulars?

XIII

THE TOWN BEAUTIFUL (*Continued*)

SUGGESTION: Invite to this discussion an official of the park board, of the street department, of the department of city buildings; or, if no one of these is available, some competent person interested in planning a community beautiful.

1. By what procedure is a subdivision plotted and added to the community domain?
2. What official decides whether the layout of streets, grades, curves, parkways, and park spaces, is suitable and attractive?
3. If your community has regulations concerning these matters, secure a copy and discuss them with a view to their improvement.
4. What regulations have you as regards curbing, sidewalks, and parkways?
5. What regulations in regard to the planting and care of parkings? Do these provide that one species of tree shall be planted along a given street to secure uniformity of impression?
6. Who determines the style of architecture and the grouping of public buildings?
7. What regulations have you as regards the placing of private buildings—distance from the curb, etc.?
8. What regulations have you in regard to the architecture and character of private buildings?
9. If your neighbor plans to erect a monstrosity that would destroy the quiet dignity of a residence street, how can you protect yourself?
10. If he plans to erect an edifice for an undesirable purpose, e.g., a livery stable, a public garage, a yard for junk, a tenement for aliens, or an undesirable class, how can you prevent it?
11. If none of these matters fall within the province of any community official under present regulations, consider in detail what is practicable, (a) by regulations with enforcement placed definitely under the charge of some official,

(b) by a volunteer association which, by publicity, protest and recommendation, might induce citizens to consider attractiveness as well as utility in their plans.

NOTE.—Find in the library descriptions of what has been done in other cities, and inquire how the result was brought about. There are City Planning Commissions, Village Improvement Societies, Art Boards to pass on building plans, streets, etc. In France, since the World War, a national commission has been appointed which must pass on all plans for reconstructing and improving villages.

XIV

COMMUNITY RECREATION

STATEMENT: The adult population, no less than the youth, need relaxation, physical and mental recreation. This field of activity is peculiarly the province for community activity since coöperation is necessary and direction desirable. The saloon draws crowds chiefly through its social attraction, it is an informal club for the interchange of ideas, the playing of games, etc. In many towns the public dance hall is the only place where many young people can socially meet their acquaintances of the other sex. For many who read little, the movies satisfy the craving for excitement and for information concerning the earth and its peoples. The motorcycle and its young man afford many a young woman her only chance for a breath of country air, and the quiet nooks in the park offer to many lovers the only opportunity for heart to heart conversation. These desires are all natural and legitimate; abuse comes with temptation through undesirable conditions. The community is responsible for its neglect to provide suitable environment no less than for permitting unsuitable conditions.

Topics for discussion:

1. What steps have been taken by your community to provide social club houses, coffee houses, Y. M. C. A. and Y. W. C. A. centers for different classes in the community, or other places

of rendezvous as a substitute for the saloon and for loafing on the street?

2. Appoint a committee to visit these places and report on the kind and amount of patronage they receive.
3. Appoint another committee to report on the number and class of boys, young men and young women found on the streets evenings apparently without definite object, or frequenting questionable resorts.
4. What cheap theaters, moving picture shows, dance halls, roller skating rinks, pool halls, are licensed by your community?
5. Are the theaters, picture shows, and dance halls properly lighted? Delegate one member for each of these resorts to visit and report on this and the following topics.
6. Is there proper provision for separate toilets in the dance halls?
7. Are the plays and picture films so censored that you are sure they are suitable for young people? Ascertain and report on the method by which unsuitable films are excluded from the local picture shows?
8. What supervision is there for the various places of entertainment?
9. At what hour must each close?
10. Are children under sixteen excluded evenings unless accompanied by parents? Who sees that this ordinance is enforced? How does the management ascertain the age in doubtful cases?
11. What action by your club is practicable in securing the use of the picture shows for the education and uplift of the community? Appoint a committee to interview the managers and report.

XV

COMMUNITY RECREATION AND INSTRUCTION

Topics for discussion:

1. How many playgrounds are there in your community? Are they open in the evenings, on holidays, all the year round, and how are they maintained?
2. If you have no supervised playgrounds, what provisions are made for organized play for youths and young men?
3. What gymnasium privileges for each sex does your community afford? How are these maintained, and what ones are free to all, irrespective of class or membership?
4. What service can your club render toward building up the bodily vigor of the community?
5. Has your community an organization of the Boy Scouts and the Campfire Girls? If not, why not?
6. What support can your club give to this or similar organizations?
7. What camps are maintained in mountains or by the sea to which any resident in the community can go for change and renewal of vigor? How are outings arranged, individuals selected and expenses borne?
8. What service can your club render for the extension of such privileges?
9. What parks has your community? area? accessibility? Are they adequately policed? Is their use by the populace for games, picnics, etc., encouraged? How adequately are they cared for?
10. Are band concerts maintained in the park? If so, how are these financed? How are the selections chosen? Could the club aid by influence or otherwise toward making these concerts an education in music?

11. What public library facilities has your community? How are these provided and at what cost? Secure the last annual report, if in print; otherwise, learn the number of books loaned in the last six months and their character?
12. Is there a reading room? Is it open evenings? Appoint one member to visit and report on its suitability and on the extent and character of the patronage.
13. *Special topics:*
Introduce here a discussion of special forms of recreation proposed for your community, or opposed as inimical to welfare.

SCHOOL PROBLEMS IN THE COMMUNITY

STATEMENT: Sections IV and V dealt with the larger factors in the administration of our schools. We would now inform ourselves concerning the educational situation in our own community. In every school there is a professional and a non-professional side. There are points in class method, in sequence of study, etc., concerning which the outsider should judge with extreme caution. Above all, over strenuous advocacy of the introduction of new subjects of study should be guarded against. The various phases of instruction in morals, in sex questions, in special accomplishments, as swimming, etc., are good in their place, but the introduction of all subjects that have champions would make instruction so fragmentary that no constructive education would be possible; many school programs now suggest a vaudeville performance.

Attendance by visitors at class exercises is of doubtful value unless necessary to determine the spirit of comradeship between teacher and class. There are, however, many problems of great importance in the solution

of which the parents or the alumnae can render valuable service. What kind of training will best meet the needs of the community? Do the exercises in the lower grades emphasize the training of the senses or the storing of the memory? Is provision made in the upper grades for those who desire a cultural course and also for those who need vocational training and manual skill? Methods for attaining results may be left to experts, but the demand for certain results and judgment of the results attained lies clearly within the province of those who pay the bills.

There remain, also, problems that are wholly, or in part, within the province of the patrons of the school. The sanitation of the buildings, the adequacy of playgrounds, the hygiene of the school, including medical inspection, prevention of disease and eye strain, the removal of physical handicaps through defects of eye, ear, teeth, etc., are all matters for coöperation with school authorities.

With the rapidly developing coördination of our schools with community life, many other matters become important. A closer study of the aptitude of each child is necessary, that he may choose his course in school wisely. On the completion of his course, assistance is often necessary to secure him suitable employment; class or apprentice instruction to increase his efficiency should be provided. These are but illustrations of fields of activity which a rising consciousness of community responsibility for the welfare of its youth, beyond the established school curriculum is compelling us to enter.

By voluntary associations, as in Paris, by a broadening of the activities of the school boards, these very demands must be met and satisfied. We customarily turn first to our school board and here the question of school finance confronts us and must be studied with care.

QUESTION: Have you a Forum for the discussion of local school problems, in which teachers, students, parents and school committee may all express their own views freely?

XVI

SCHOOL FINANCE

SUGGESTION: Invite a member of the School Board and the Superintendent of Schools to attend the discussion of school finance. Be sure to have on file the last annual statement of the School Board and a copy of the state school law.

Topics for discussion:

1. What were the school resources for the last fiscal school year? Ascertain the source of each item in this total—state appropriation, county tax, district tax.
2. What was the school tax rate for your district? Refer to last tax receipt.
3. Appoint a member to secure information concerning the tax rate in other districts of similar wealth and population. Is your tax rate higher or lower than that in similar districts?
4. Are your school resources greater or smaller than those in similar districts?
5. Compare the last year's expenditure under each heading in the annual statement with that of each of the last five years. Ask a school official for data, if not otherwise obtainable, and for an explanation of annual differences in expenditure.
6. What is the bonded indebtedness of your school district?
7. What sinking fund is provided for the payment of these bonds?
8. What is the legal limit of indebtedness for the district. The state School Law usually determines this.
9. What margin has your district in annual resources over expenditure, in possible bonded indebtedness?
10. What economies in present expenditure seem to you possible without decreasing efficiency?
(One source of waste in many schools is found

in the giving of subjects at high cost to a small class, e.g., when the principal on high salary gives a third of his time to the instruction of a dozen pupils, while subjects desired by many pupils are not offered or are given with inadequate instruction.)

11. Appoint some member to report what classes are small in your school and the reason for small attendance.
12. Determine by discussion whether these subjects of study are fundamental, leading to necessary studies; whether they are the choice of a limited class in the community, as Greek and trigonometry would be; whether all subjects of equal value to a greater number are provided for. In the public schools, the needs of the greater number should take precedence, if subjects of study suited to all cannot be provided.
13. Is any "Vocational Guidance" or supervision provided for pupils leaving school at the close of the grammar grades? At the close of high school work?
14. Have you "Continuation Schools"? Is there need of such schools in your neighborhood?

XVII

MEDICAL SUPERVISION IN THE SCHOOL

Medical and Sanitary Problems of the School.

Read the articles in the School Law regarding medical inspection and the sanitary requirements for school buildings; also the section in the annual report of the school superintendent bearing on these matters. Invite the medical inspector for schools and the school superintendent to this session.

Topics for discussion:

1. What visits and inspection of schools did the medical inspector make during the last school year?

2. Describe the procedure in inspection.
3. How many cases of defective eyesight, defective hearing, defective teeth were found? The superintendent's report should give these items.
4. In how many cases have measures been taken by parents, school officials, or philanthropic organizations to remedy the defects? Can any action in this matter be taken by the club to advantage?
5. In how many cases were changes made in the subjects of study, in seating, or otherwise, because of this handicap? Ask the superintendent and the teachers.
6. Were throat inspections made? How were they conducted? (If the spatula is not sterilized after each examination, it may spread infection.)
7. Have there been contagious or infectious diseases among the school children in the past year? What precautions were taken to prevent the spreading of such diseases? (Ask the medical inspector or the physician in charge.) *See* pamphlet, Minimum health and sanitation standards ;—title in book lists, p. 8.

XVIII

SANITARY PROBLEMS OF THE SCHOOL

SUGGESTION: A committee of the club should inspect the school buildings in detail and be prepared to report at this session. School housekeeping in behalf of the children concerns us as nearly as community housekeeping in our own behoof. This service falls peculiarly within the province of the women of the community.

Topics for discussion:

1. Is the ventilation of class and study rooms satisfactory? By what facts or tests did you determine this?

cost of many excellent foods demonstrated, and opportunity given to pupils, in the courses in household arts, to gain experience.

SUGGESTION: Appoint committees to consider and report on each of the following topics; then discuss ways and means of meeting the situation developed.

Topics for discussion:

1. What arrangement for lunches does the school provide as regards food, and accommodations for eating?
2. Examine the menu. Is it suitable and nourishing? Does it afford a variety of plain and economical dishes? Are these well-cooked? Who selects the menu offered?
3. How is the lunch counter financed?
4. Examine the seating accommodations and the supervision of manners during meals. Can sufficient space be provided for all to sit while eating? Are cleanliness of person, tidiness while eating, and quiet manners required? What measures are taken to check hasty eating?
5. If there is no lunch counter, ascertain the number of children bringing lunches, and the number going home where the distance is so great that meals must be eaten in haste, and report at next meeting; then discuss the question: Can this club devise any means of meeting this need by volunteer service if the school authorities cannot now undertake it?
6. What arrangements have been made for giving a mid-forenoon lunch to children of primary grades? A lunch of a glass of milk and a pilot cracker has brought marked physical improvement in the schools where it has been introduced. Little children, through lack of appetite, often go to school almost breakfastless. Discuss with above question, this: Can this club provide that fresh milk and crackers may be served the children of the first and second

grades as a mid-session lunch, and induce the teachers to give ten minutes in the daily program for this purpose?

NOTE.—In the library, and in books on Child Study, child welfare, etc., are many careful reports of experiments in feeding children in schools and in factories. Find several of these and give reports of them, in your discussion.

XX

SCHOOL ATTENDANCE

STATEMENT: The study of the special need in the community for changes in the school regime for hygienic and vocational reasons should begin with an examination of the loss in membership as classes advance beyond the sixth grade, and of the irregularities in attendance.

The first is probably due to lack of belief on the part of the parents and children in the money earning value of the higher studies offered, to sharp pressure of poverty, or to discouragement because of poor standing. These conditions point to the need of vocational and trade instruction, to the need of philanthropic action, to the need of more systematic study of the child's ability and more individual instruction.

The irregularities in attendance may be due to a lack of belief on the part of the parent in the value of schooling or the harm of irregular attendance, imperfect control of the child, pressure of poverty, laxity of teachers in enforcing the state law. When the causes have been ascertained, the club can determine how it may best render service.

SUGGESTION: Appoint committees to compile the roll of all pupils dropped from the school register for all grades above the sixth. This examination should, if practicable, extend back over the registers of the last five years. Cross off those who were transferred to some other school. The remaining roll presents the problem for solution. By inquiry and common report let each committee ascertain why each child, left school, what

each is doing now. On this latter point, the report concerning those nearing the five-year period will be most significant as showing what training in school would have aided them most.

Topics for discussion:

1. Does this investigation reveal any deficiencies in vocational training that should be supplied?
2. Does it reveal the probability that a helping hand when the child left school might have placed him more advantageously in the world's work?
3. Could Y. M. C. A. and Y. W. C. A. secretaries, Boy Scout masters, or other agencies be provided in the school or community to act as vocational advisers for youth? Can the club render any service here?
4. Read the section in the School Law on compulsory attendance. Scan it closely for possible evasions of its provisions. Who enforces this law in your community?
5. How is it enforced for children not yet enrolled on the school register? For those in parochial schools?
6. What is the law in regard to the employment of minors? How is it possible to prevent evasion by parents in false swearing as to age, etc.; by employers in accepting workers who are evidently under age?
7. What reasons for absence are accepted by teachers? Do the teachers know that the excuses given are in good faith? What happens if a teacher declines to accept an excuse proffered?
8. Discuss plans for guiding and aiding children who must go to work when they leave school. Very often a child's future depends on where and how he begins and many parents do not realize the importance of investigating carefully the fitness of the work for the child's strength, the conditions in relation to health, associates, and especially the character and the consider-

ateness of the employer, or subordinate under whom the child must work. Also, the occupation may prove to be one not suited to the development of the child's natural ability and special aptitudes. There should be continued supervision by a competent older person interested in the welfare of the young worker.

Such plans have been developed in certain schools in New York City:—for information address Teachers' Training School, Columbia University, New York City. In the city of Chicago, the board of education, led by the work of the Chicago Commons, has created a permanent department to look after children who must begin to work. For information address THE SURVEY, Chicago, Ill., or Graham Taylor, The Commons, Chicago, Ill.

XXI

VOLUNTARY CIVIC WORK

STATEMENT: It seems probable that a dozen volunteers who would adopt civic betterment as their private business could transform the community life of any hamlet or town of less than city proportions. There are many latent forces in every community that need only definite aim, effective organization and skilful leadership to accomplish much.

The boys that loaf in the streets are bored by the lack of something worth while to do. The youth of both sexes think village life dull because no interesting team work invites them. The monotony of village shop, housework, and the farm depresses the spirits of the adults, and the petty details of gossip and neighborhood enmities becloud the atmosphere, where cheerful optimism through coöperation for beneficent ends should prevail.

Efficient, tactful leadership with intelligent coöperation by a few to set the pace and an aim that all admit is worth an effort, will convert the jarring atoms into

a cohesive mass moving to a common goal. Set out with firm resolve to make your hamlet the community beautiful, to give its residents the most interesting and enjoyable life possible, to secure for each the best health and greatest vigor obtainable, to place opportunity—physical, spiritual, and financial—before every man, woman and child; and assuredly a transformation beyond your dreams will follow.

The topics for discussion presented in this section are merely suggestions. Each club should select or vary according to the need of the community of which it is a part.

Topics for discussion:

1. If you have no Boy Scouts or Campfire Girls in your community, how best can the boys and the girls be organized to this end? Where can you look for outside helpers? Who will work with such helpers? What would be the initial expense? How can it be met? Will the club undertake watchfully to promote knowledge of the movement and its objects in the community, and aid effectively those who do the work?
2. Is it not possible to organize in each district of your town a welfare club of children and youth who will undertake to clean up vacant lots, back yards, gutters, etc., for the sake of the Town Beautiful, and in competition with clubs in other sections? A prize contest with notable elders of the town as judges would add to the interest.
3. With these welfare clubs as a nucleus, appoint directors for a gardening campaign, the ornamentation of home grounds, the cultivation of vacant lots for profit. A volunteer director and adviser for different groups is desirable. When products are ready for market, a suitable location for joint display and sale should be provided. Team work and competition with judges will maintain interest.
4. If there is no park commission in the community,

it may be possible to organize a voluntary association for the care and beautifying of public places, planting in streets, elimination of weeds and unsightly places, planting in and care of grounds about public buildings, schools, churches, etc.

NOTE.—The author of this outline once knew a village in which such an association had secured the painting and putting in order of every building in the town except one barn on an estate in the care of the court.

5. Has your community a good local band? Have you weekly open-air concerts? Are the accommodations adequate and convenient? Is the music of high order? If not, what can you do to improve it? Is the community interested in these concerts?

NOTE.—Competitive concerts between neighboring bands will stimulate interest and increase attendance.

6. How can a hall for gymnastics be secured, given a modest equipment, and put under direction of a live director for a few hours each week? Is there any systematic physical culture for women and girls in your community? Can such classes be organized, and an instructor found?

NOTE.—If even one lesson a week can be secured for a small class, the women so trained can, in turn, organize small groups of younger women, and give the lessons again to them, charging a small fee and thus earning the money paid to the instructor.

7. Is there in your community a director and promoter of out-of-door sports? The conduct of Field Day exercises, ball games, golf, etc., may promote the welfare and morals of the community, or these same sports, controlled by those who seek profit only, may be a distinct detriment. The young professional men of the town should be interested in this direction.
8. Who will undertake the promotion of the interests

of the public library, secure a file of classical music, discs for victrolas with frequent recitals that all may become familiar with the best?

9. Who will begin the gallery of reproductions of masterpieces of art? A few hundred dollars will secure such a representation of the art of any period as will make the collection a valuable adjunct to the library and films can be secured that will greatly advance the general acquaintance with art.
10. The Town Forum. Every town should establish in some convenient hall or chapel a forum for the debate of public questions of general interest, or immediately affecting the welfare of the community, state or nation. A succession of speakers who will present different views should be secured.

Special References:

Community Organization, by J. K. Hart, The Macmillan Company.

Rural and Small Community Recreation. Address, Community Service, 1 Madison Ave., New York City.

XXII

TOPICS FOR DISCUSSION SUGGESTED

There are many questions of vital importance in the community which become issues, are debated, settled, and give place to others. Often these require information from many sources, showing how other communities, cities, or states have managed the same question. In community problems it is especially important to profit by the mistakes and experience of others. A committee should select such topics for each civics club, and post references and a clear statement of the issue, as if for debate. Such questions are: Good Roads, Compensation Laws, Standard of living, Uniform marriage and divorce laws, etc., etc.

XXIII

NATIONAL QUESTIONS

STATEMENT: An obligation rests on every intelligent citizen to strive for an understanding of great national questions. These indirectly affect the welfare of every community in the nation, and also determine our relation as a nation with the rest of the world. In a Democracy such as ours, the citizens who must defend the Republic are responsible for the policies of government executed by officials whom they elect. Our national policy about the admission of aliens and our treatment of them have become the live questions of the hour. For this reason, a study of this question is here given. Special references will be found in the bibliography.

XXIV

IMMIGRATION

Topics for discussion:

1. What permits are required of an immigrant, if any, before coming to America?
2. What requirements are made as a condition of admission to this country?
3. What classes are barred? Who decides in doubtful cases? At what point is an immigrant turned back, if not admitted? In case one member of a family belongs in the classes barred, what happens? For instance, if one child of a large family is defective mentally, or is tubercular?
4. What is the immigrant's idea and expectation in coming to America? What is the American's idea of the incoming immigrants?
5. Discuss the following questions:
 - (a) Should all adult immigrants be able to read and write? In their own language, as a test of education and intelligence; or in the English language?

- (b) What should be the policy of the government about the admission of skilled mechanics, professional men, etc.
- (c) What dependents, if any, should be admitted?
- (d) Discuss the limitation of immigration under these heads:
 - (1) Racial.—Some races, not others?
 - (2) Educational qualifications?
 - (3) Economic tests; what money or property should be required? Why?
 - (4) How long should foreigners remain here while retaining citizenship in the country from which they came?

OUR TREATMENT OF IMMIGRANTS

I. EXPLOITATION OF IMMIGRANTS:

Topics for discussion:

- 1. By steamship companies. Discuss under, price of passage, conditions of voyage—it is said ten per cent die on the way over—advertising in Europe.
- 2. Difficulties at Ellis Island.
- 3. Exploitation of Immigrants by employment agencies. Get the facts, both from books and from aliens who have been here long enough to understand what happened at first.
- 4. By political bosses, who aid them in order to secure votes, and legal advisers who charge fees out of all proportion to service or legal right. *Get facts.* If you have aliens in your own community you are in part responsible.

II. THE ECONOMICAL DIFFICULTIES of the Immigrant in beginning are:

- 1. Friendlessness.
- 2. Ignorance of language,
- 3. Ignorance of laws and customs.

QUESTION FOR INVESTIGATION: What in your own community is being done to aid in these respects? Is any sort of occupational guidance furnished?

Topics for discussion:

III. 1. WHAT MEANS OF AMERICANIZING ALIENS ARE IN ACTIVE OPERATION IN YOUR OWN COMMUNITY?

Discuss under headings, EDUCATION; ASSOCIATION WITH AMERICANS, SOCIAL AND OTHERWISE; SEGREGATION OF RESIDENCE, etc.

NOTE.—In this discussion the treatment of orientals, perhaps not eligible to citizenship, and of colored races, when present in numbers, should be included.

2. What recreation is open to these classes? What provision for instruction in sanitary matters and American ways of living is made?
3. What reading is supplied and used, useful in acquainting them with our land, industries, and people?

IV. FEDERAL ACTS LIMITING IMMIGRATION

Summarize the essential purpose of each and the means provided.

Act of 1882.

Act of 1903.

Act of 1901.

Act of 1907.

Act of 1921.¹

THE STERLING BILL:

This is Senate Bill 4594, 1921. It authorizes an inquiry by an expert commission into the immigration question and the recommendation of a permanent bill to carry it out. This Sterling bill is worthy of careful study because it defines carefully the investigations needed. The bill is based on a study of Immigration, by Sidney L. Gulick.

XXV

PROMOTION OF GOOD READING

In the multitude of articles published every month in periodicals, the one really significant and reliable is often

¹ Note.—*The Outlook*, August, 1921, contains a symposium on the working of the act of 1921 limiting immigration.

overlooked. Some means of discovery and selection is greatly needed to guide those whose time is limited and who wish to read the best. An Outlook Committee may be appointed who will choose and post two to four most important articles, at the beginning of each month. Invite readers of these to send questions or suggest debatable points, or opposing lines of thought, or facts, to the Outlook Committee and in the latter part of the month spend a part or the whole of one meeting in discussion of these articles. The members of the committee should represent varied interests, that reading may not be too closely confined to one line.

This program may be varied to meet the conditions and inclination of the club, but should always follow closely the live and important interests of the season.

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